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Brotherhood of Nursing

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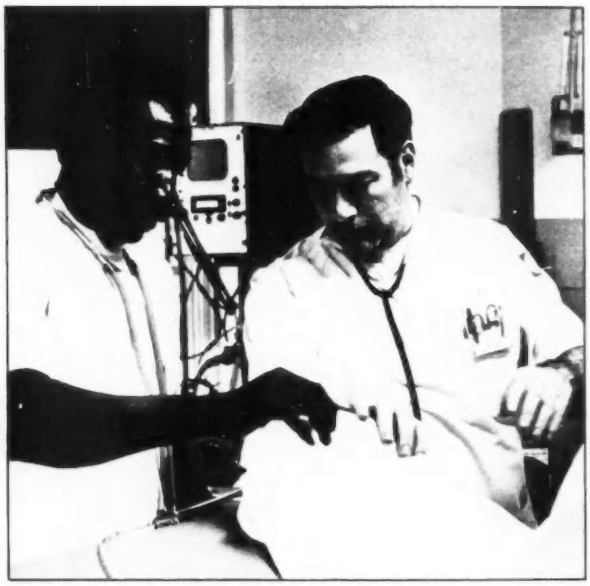

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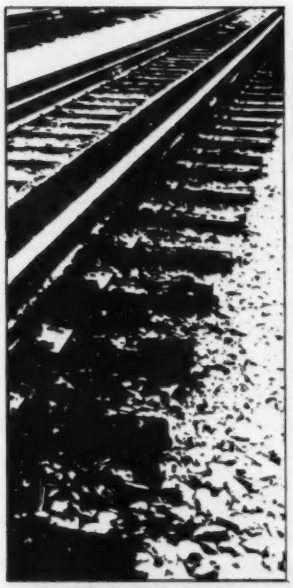

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Brotherhood Of Nursing

New York Police, Firefighters Prepare For Postretirement Careers as Nurses

by Timothy Larkin

Patrolman Joseph Sheldorfer adjusts an oxygen mask on a patient who has just undergone surgery.

Dr. Joseph Cimino opened the door to his office and dropped heavily into his leather chair. There wasn't any logical reason to feel so exhausted, for it was just the end of another routine day of preretirement physicals for police officers.

Actually, there were less of them than average this time, but still the process wearied and depressed him. Since even nondisabled members of New York's finest, both police and firefighters, can retire after 20 years (and in special cases, 15 years) regardless of age, most were in excellent condition—given the hazards of their work—with many productive years ahead. Theoretically. In practice the future was not so bright. Retirement benefits were good, but really not enough to support a family. So they would have to take other work after retirement. And they could find work easily, as guards and security specialists, for example.

But after 20 years or more of public service and the special excitement of their jobs, many of these men—and women—would find that the work ahead offerred little challenge, small income, and decreasing satisfaction. Both they and society would lose. Surely, Cimino thought, there must be some better way.

His internal monologue was muted and then submerged by the pressure of other business, particularly one chronically nagging item: The seemingly hopeless problem of meeting the shortage of qualified nurses in New York City hospitals.

Cimino reviewed the dismal statistics: City hospitals averaging only 40 percent of staff nurses authorized in the budget. Three of them trying to serve patients at less than 10 percent of authorized nursing strength. And the immediate problem went beyond filling all the empty slots. It involved keeping the gap between authorized and on-board strength from getting any larger.

Proper Mix of Qualities

Finding young women with the required training, and the proper mix of dedication, thoroughness, coolness in face of emergencies, and team spirit was tough. Particularly so since the ideal nurse must also have a highly developed sense of mature judgment.

"Mature judgment? Mature judgment. . . ." Something in Cimino's unconscious pulled the cord and that symbolic light bulb flashed on. His job description for the ideal nurse and the experience pattern of the men passing through the scrutiny of the Retirement Board were an almost exact match. "A responsible attitude toward work? Check. Desire to help people? Check. Understanding of the need for complete and careful records? Check. Maturity? Check. Fast and fitting response to emergencies? Double check."

The more Cimino thought about it, the more enthusiastic he became. In fact, if he could somehow generate the linkage that now seemed so obvious, not only would a dent be made in the shortage of nurses but by bringing persons of archetypal maleness into this predominantly female profession, a harmful, limiting, and totally irrelevant stereotype might effectively be modified, perhaps permanently destroyed.

Finding an agency, private or public, to pick up on the idea and to develop a program seemed simple. "But it wasn't simple at all," recalls Cimino, now New York City's Commissioner of Health. "I knocked on many doors. Almost without exception people praised the idea. But no one wanted to take the initiative." During 2 years of door knocking, Cimino's idea gradually gained support from the City's Department of Personnel, the Police and Fire Departments, the Patrolmen's Benevolent Association, and the Uniformed Firefighters Association.

Finally, it came to the attention of President Jacqueline Wexler of New York's Hunter College. She was enthusiastic, as was Dean Marguerite C. Holmes of the Hunter College-Bellevue Nursing School. President Holmes was not only enthusiastic but willing to act. She devel-

Timothy Larkin is a member of the Manpower Administration information staff.

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oped a proposal for training police and firefighters as nurses to be funded as a special program under title II of the Health Manpower Act of 1968. This was submitted to the Division of Nursing of the National Institutes of Health's Bureau of Health Manpower Education, where it was recognized as a creative idea of high potential.

The Division of Nursing made available $500,000 for two classes of a pilot or experimental project. Each required 2½ years of 13-hour-a-week classroom and clinical experience, the latter provided in the Bellevue Hospital Center, the Veterans Administration Hospital, and the New York University Medical Center. These funds provided for basic faculty and support costs. Students would receive no training allowances. In fact, extra carfare, uniform laundry, books, and equipment such as a personal sphygmomanometer (blood pressure measuring kit) would cost students at least $500, not counting foregone income from part-time work.

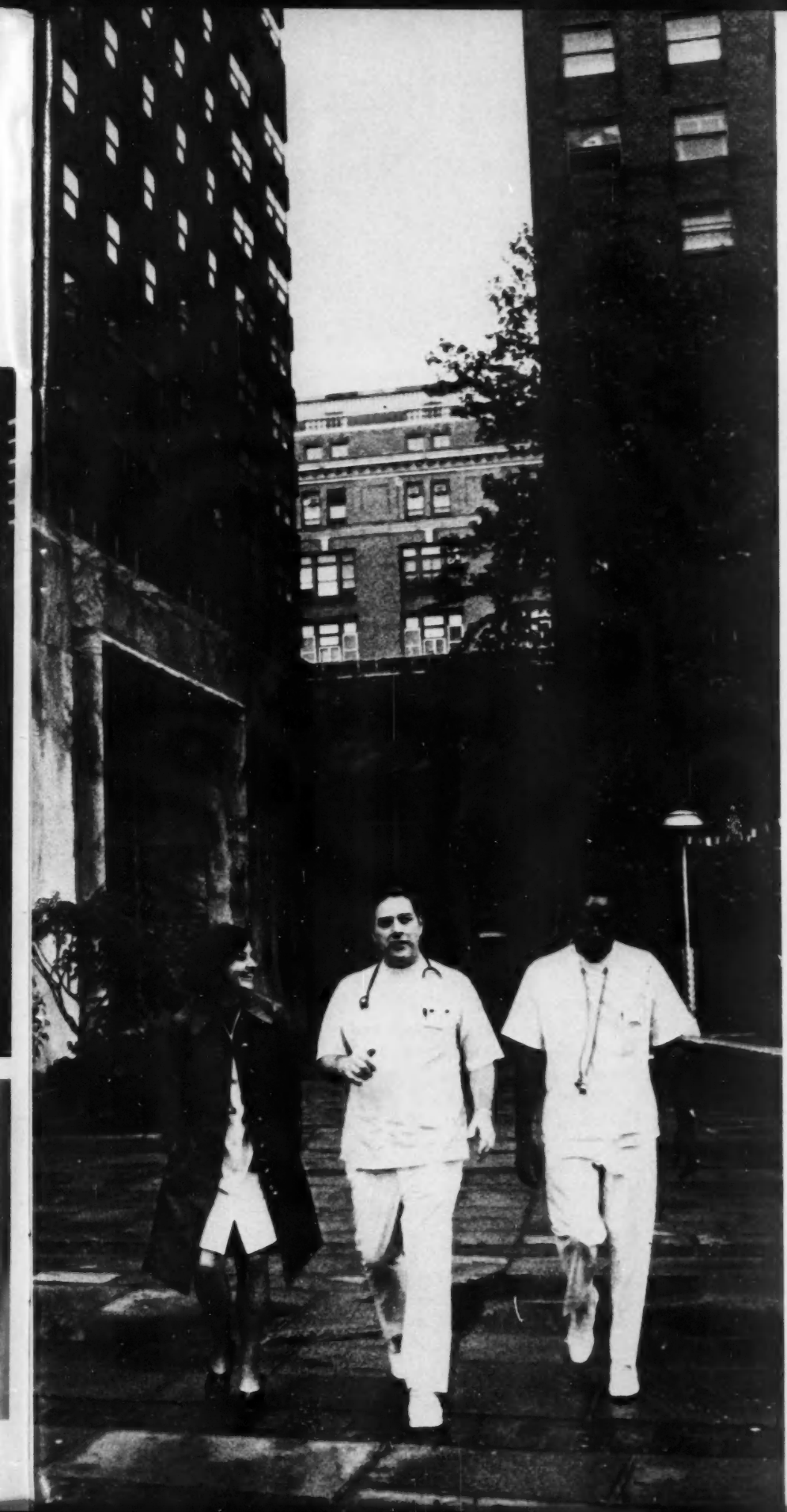
Applicants Plentiful

Two questions now remained. Would the men, for whom exposure to death or injury was accepted as part of the daily routine, be willing to brave the inevitable second thoughts about breaking the occupational sex barrier? And could men in their forty's and fifty's with full-time, demanding jobs, some with limited education, most with family responsibilities, and all away from school for at least 20 years, possibly cope with the physical and mental demands of a program that would soak up practically every moment of off-duty time over so long a period?

One answer to the first question came in the fact that 170 men as well as three women applied for the 100 openings in the first class. Dr. Martin Moed, Hunter's associate dean for community college

While most of his fellow officers prepare to go home after a long day on the street, Sheldorfer gets ready for the trip to Bellevue and 5 hours of study and training.

For Police Chemist David Innella, who has a child gravely and permanently disabled as a result of an automobile accident, learning the healing arts has a special meaning.



Dressed in the uniform of their new and second profession, members of the pioneer class, which included homicide detectives, fire battalion chiefs and captains, police lieutenants, patrolmen, and firefighters, attend their graduation ceremony.

Accompanied by Phyilis Healy, supervising nurse for the training program, Sheldorfer (center) and Firefighter Benjamin Jones walk from the Hunter College-Bellevue Nursing School to the Veterans Administration Hospital, where they will spend the evening working with patients.

Firefighters Ken Lindahe (left) and Thomas Hair greet one of the newest patients at Manhattan's Bellevue Hospital.

affairs, pointed to a unique advantage possessed by this group. Citing the fact that over 97 percent of the Nation's nurses are women, he stated that "policemen and firemen have already proven their masculinity. They are not going to feel less like men if they enter a field that has been regarded as women's work."

Certainly these men, perhaps more than any other group of males in our society, had reason not to feel threatened by training for what is considered to be a woman's preserve. Nonetheless, as one detective put it, "When I put on that white uniform, I felt emasculated." Another added, "The only thing I can't stand is being called 'nurse.' "

Some even worried about the erosion of the father image among their children. When patrolman William Schmidt's five sons discovered he was considering entering the program, they were upset. "That's not for men; it's for women," he was informed, firmly. So, when he graduated, he insisted they attend the ceremony, "to see I wasn't the only man in this venture."

"In the beginning I took an awful ribbing from other guys in the ladder company," said Fireman Joseph R. MacLellan, recounting a common experience among the pioneer first class. But gradually the jibes of his fellow workers changed to respectful questions about progress and prospects for the future. By the time the first class had graduated, the problem of joining a "female occupation" no longer existed, as evidenced by the larger number of applications.

Also, as the men learned something of the history of the nursing profession—its origin, for example, among such military orders as the Knights Hospitaller of St. John of Jerusalem—any lingering doubts about the "maleness" of their chosen second career vanished, sometimes aggressively so. As Patrolman Charles White put it, "In the Middle Ages nursing was a man's job. Then women took it over. Now we're taking it back."

As for the question of ability to meet the demands of the course, there were as many answers as there were individuals involved. For some, such as husband-wife team Michael and Agatha Rashak—he is a firefighter and she is a police officer—the motivation was simple, compelling, and seen as an extension of their regular work: "Wanting to help take care of people." This view was echoed by Michael B. Wolf of Engine Company 257. "There's not much difference between wearing the blue suit of a fireman and wearing the white outfit of a nurse," Wolf said. "In both you are working with people who need assistance and support."

'We Helped One Another'

But perhaps Engine Company One Firefighter Leach Brown best summed up the spirit of this new breed of nurse trainees when he arrived for class one evening still wearing his boots and carrying his fire helmet. When the project director, Professor Louise Jennings, asked him why he hadn't changed, Brown said matter of factly, "Well, I couldn't. A brick wall fell on me and hurt my head. So, I had to go see the doctor before coming to class. Didn't have time to change." Another class member suffered a heart attack and dropped out—just long enough to get a pacemaker installed.

When asked how he and his classmates managed to survive the grueling pace (which for the first class involved no breaks even for Christmas or during the summer), Detective William Jacobsen said, "It was the group. We were all going through the same thing. Almost like a fraternity. We helped one another. Some of the guys even put out a newsletter."

Now that he has completed his classwork and is awaiting results of the registered nurse license examination, Jacobsen, together with more than 60 of his classmates, is going on for his bachelor's degree. "It's only 2 nights a week this time, so it seems I've got a lot of extra time on my hands," he says. Seventeen other members of Jacobsen's class have also found ways to fill their "idle" hours before retiring. They are already working part time as nurses at the New York University Medical Center.

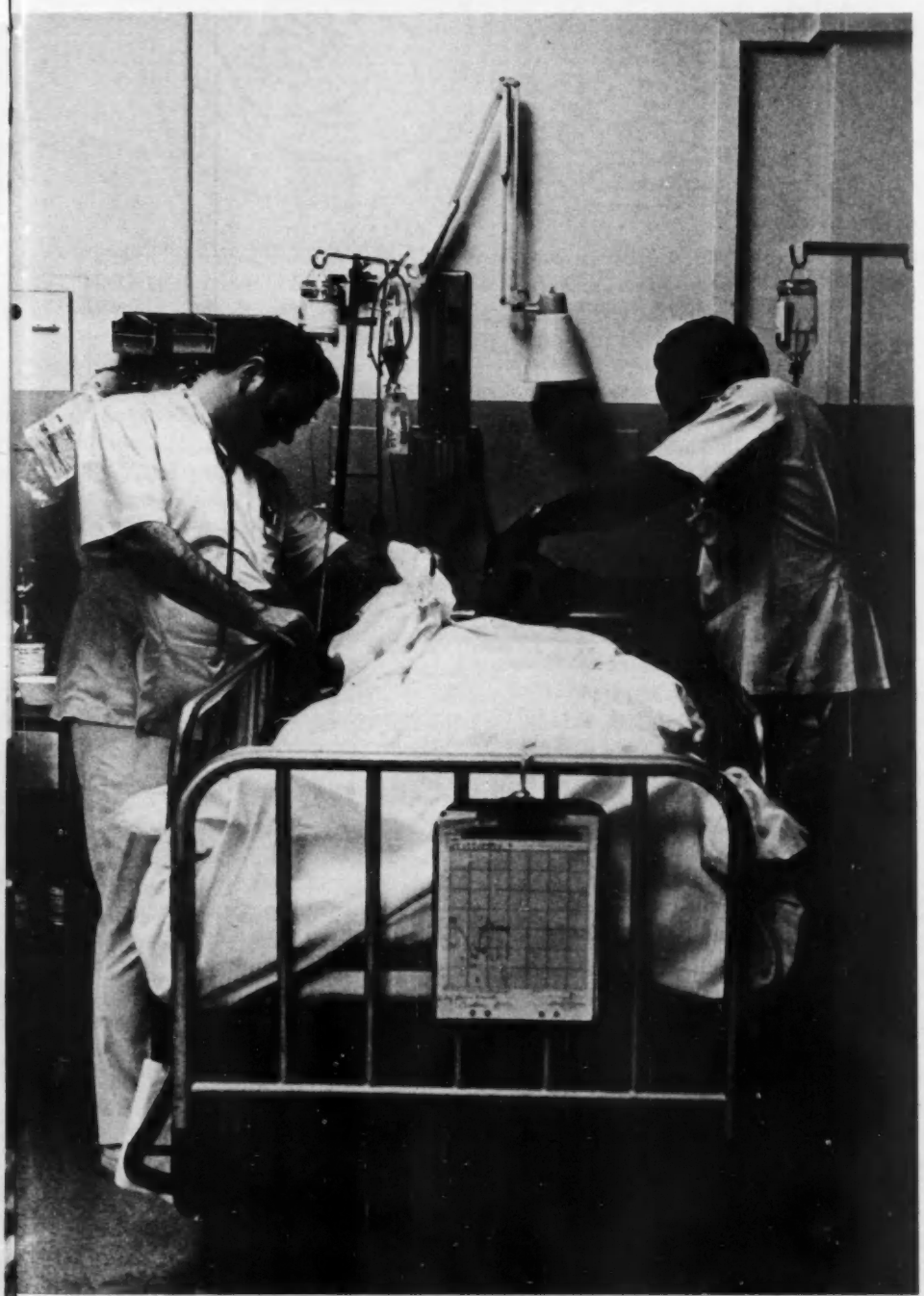
As evidence of the high motivation of the group, 87 percent completed the first class, graduating in February, compared with a national completion rate of 67 percent for all types of nursing schools. Not only was the completion rate much above average, but the level of performance was considered exceptional by the teaching staff. "It was their questioning attitude that intrigued me most," said Professor Jennings. "They weren't satisfied with someone telling them, 'This is the way it's done.' They wanted to know why. It wasn't that they were challenging the authority of the instructor. It's just that they needed to know the reasons behind a decision."

Once involved in studying pharmacology, psychology, nutrition, epidemiology, and other basic nursing subjects, the students' interest in classwork extended beyond the classroom. A police officer and firefighter who hitherto merely nodded as they commuted on the Long Island Railroad now spend the travel time quizzing each other on the mysteries of the metric system. Firefighter Francis Hentschel carries his blood pressure kit and stethoscope with him constantly. Recently he has been testing his fellow members of Engine Company 61 for a "base line blood pressure" so they can later determine if their blood pressure level is deviating from normal.

Speaking at the February graduation ceremonies, which the firefighters enlivened by bringing their own bagpipe

Phyllis Healy (left) helps Police Officer Mabel Thomas and Jones check a patient's chart.

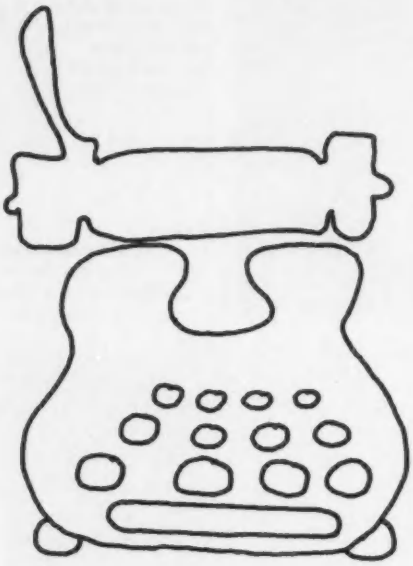
A patient returned from surgery is attended by Jones and Sheldorfer.

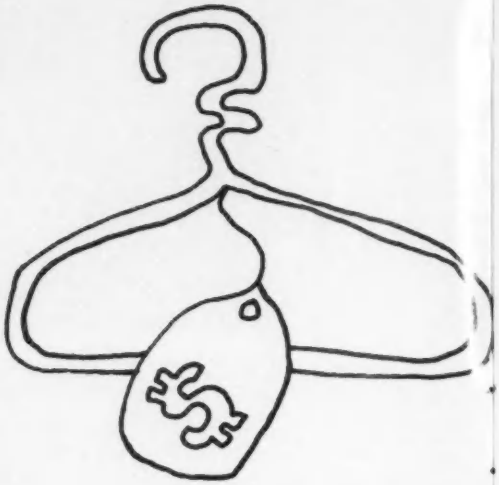


band, New York City Mayor John V. Lindsay credited the graduates with a "wonderful achievement," adding that the largest contributing factor to their success and the success of the program was "the quality and motivation of the students involved." They had, he said, "the guts and perseverance to add to their daily load an extremely difficult and long training program in nursing and see it through to a successful completion." The city took great pride in knowing that "it happened here first," Lindsay added.

National statistics on nursing make it clear that should this pioneer effort to provide such an important second career for highly qualified retirees serve as a catalyst for similar programs elsewhere, the Nation as well as the individuals involved stand to benefit. Despite salaries that average above $10,000 a year for general duty nurses in New York City hospitals, and range on up to over $18,000 for supervisory nurses, there is an increasingly acute national shortage of nurses. By 1975, it is estimated that the Nation will need 1 million active registered nurses, and will have only 800,000.

Meanwhile, a small but significant group of "student" nurses who might embody at least a partial solution to the shortage problem is busy learning the disciplines of a new career. In observing members of the second class make their rounds, one of the most vivid impressions gained, other than the powerful motivation cited by practically everyone who has seen them, is that the image of nursing as woman's work is not the only stereotype being demolished. The stereotype of cops and firemen as merely tough, rough, and impersonal also is crumbling. For one has only to see two powerful men tenderly and sympathetically minister to the slightly querulous needs of a chronically ill old man to gain insight into what the word "gentleman" is all about. □





Are Vocational Courses Relevant?

Preparing students to succeed in the ever-changing world of work is a major challenge for curriculum planners in vocational education. How well that challenge is met depends in part on teacher capabilities and suitable equipment. It also hinges on such matters as the tax base, the time and costs involved in teaching a particular trade, State and Federal funding priorities, and student demand.

But above all, building good vocational programs takes knowledge of job opportunities and of the specific skills needed by employers. To find out whether schools are molding such programs around labor market needs—and if not, to propose how they might do so—the Manpower Administration funded the Columbus Laboratories of the Battelle Memorial Institute for a study of vocational education in three Michigan communities.[1] The communities where the study was made are Mt. Pleasant, a small city; Grand Rapids, a medium-sized city; and Detroit.

Battelle's researchers chose 10 occupations for the study, then compared employers' entry-level skill requirements for these occupations with the content and skills being taught by public school vocational programs. With a single exception, each occupation was studied in only one city. In none of the cities did Battelle attempt to evaluate the entire vocational program other than to note certain limitations that seemed to go across the board.

The occupations selected for study were: Salesperson, clerk-typist/stenographer, licensed practical nurse, dental assistant, automobile engine mechanic, construction electrician, numerical-control machine operator, construction carpenter, chef/cook, and bookkeeper. All are suitable for teaching in secondary schools and have reasonably good employment prospects in Michigan, the Battelle report says. In each city studied, advisory committees made up of representatives from industry, labor, the schools, and other interested groups assisted in various aspects of the study and in the implementation of research recommendations.

List of Tasks Compiled

To compare employers' skill requirements with what the schools teach, a preliminary list of tasks for each occupation was compiled from curriculum materials and teachers' suggestions. Employers then were interviewed to ascertain how important the task was in hiring, job retention, and promotion; how frequently entry-level workers performed the task; the number of employers who wanted the task to be taught in school; and how well a new worker must be able to perform the task.

Employers also were asked to add or delete tasks, according to their own requirements for beginning workers, and to specify the attitudes, appearance, and

[1] *An Exploratory Study to Analyze New Skill Content in Selected Occupations in Michigan and the Mechanism for Its Translation into Vocational Education Curricula* is available from the National Technical Information Service, 5285 Port Royal Rd., Springfield, Va. 22151, for $3.00 for a paper copy and 95 cents for michrofiche (specify accession number PB 214745). Please enclose payment with order.

other characteristics expected of entry-level employees. An unanticipated but significant result of the interviews was the finding that skill requirements are so similar from employer to employer that only a small number of firms (usually six to eight) needed to be interviewed to learn the specific skill requirements associated with each occupation.

It was more difficult to ascertain the skills being produced through the curricula in the 10 occupations. School records did not indicate students' skill levels on completing the courses, so vocational teachers were asked how many of their graduates could perform the tasks specified by employers. In addition, teaching materials were reviewed to find out if they covered the key tasks required by employers. This review, however, often yielded no useful results because the objectives of instruction seldom defined the skills, knowledge, or attitudes a student was expected to have when he finished a course. Finally, graduates of one school were asked to evaluate how well their schoolwork had prepared them for the tasks employers expected them to perform.

The data collected from employers were then compared with those obtained from students and vocational educators and from the curriculum reviews to identify discrepancies, or instances where the vocational program did not produce the key skills desired by employers of entry-level workers. Where discrepancies were identified, recommendations were developed to reduce the mismatch between produced and desired skills.

Analyses of the 10 occupations found both major and minor discrepancies between the skills employers seek in entry-level applicants and those that current vocational programs develop in their students. In some cases, courses were deemed largely irrelevant to present labor force requirements. Certain schools were training for jobs that were virtually nonexistent while neglecting instruction in occupations where qualified personnel were in short supply.

Nurse Course Urged

The hand-posting and calculation skills taught in traditional bookkeeping courses, for example, turned out to be used only in a limited number of small firms, and even there the jobs were not open to entry-level workers. As a result, it was recommended that the bookkeeping course be replaced by a new course on data management, which would include instruction in the data processing methods currently employed in medium-sized and large firms.

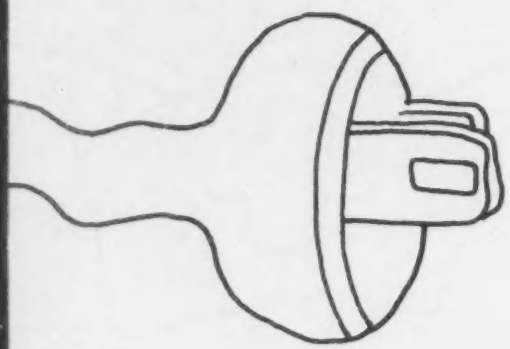
None of the schools in the city where it was studied offered training for licensed practical nurse (LPN), an occupation with plentiful job opportunities. At the time, Michigan law set a minimum age of 19 for licensure as a practical nurse, so most students could not use LPN training for a year or more after graduation. Although the legal age for working in this occupation was later reduced and the study recommended that an LPN curriculum be developed and implemented, none of the schools surveyed had done so by late 1972.

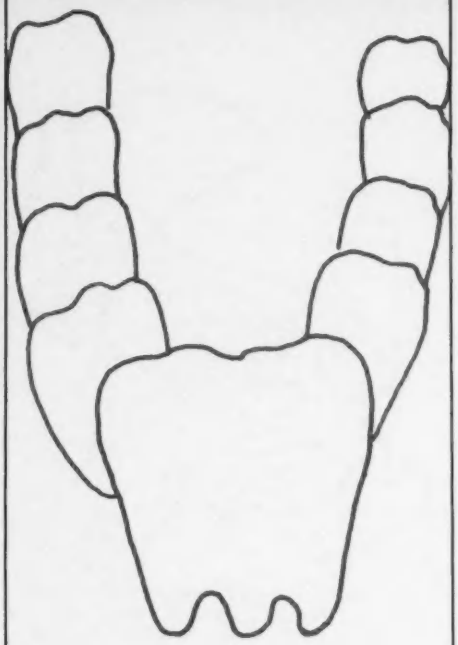
In other cases, instruction covered readily marketable skills but students were not acquiring the desired level of proficiency. For example, in two of the school districts, stenographic and typing graduates often failed to meet employers' standards for accuracy and speed—about 50 words a minute in typing and 90 in shorthand.

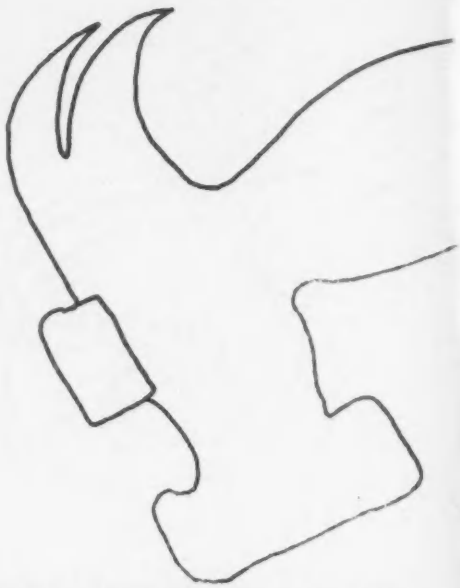
In still other instances, instruction was wide of the mark. Vocational curricula and program support for dental assistant training were found to be clearly inadequate. The recommendation in this case was to develop a whole new program with the aid and supervision of the local dental society.

Battelle reported also that the local school systems seldom had either the expertise or the resources to develop effective vocational curricula. Most schools did not define the objectives of instruction or measure students' progress in terms of expected levels of performance or behavior. Hence they could not identify, much less reduce, the types of skill discrepancies found in this study. Furthermore, the failure of school systems to follow up the experiences of their vocational graduates, the absence of continuing and systematic task analyses of employer needs, and the low financial priority and support given vocational programs all contributed to the deficiencies

Vocational Courses







disclosed by the Battelle study.

As a result of findings in this study and in related projects at Battelle, the researchers contend that "there is clearly a need for local schools to implement and follow a more systematic, rational, and effective approach . . . for vocational curriculum development." The way in which curriculum goals and objectives are decided upon, and program offerings chosen, often seems mysterious, the researchers noted.

Sometimes there was little mystery about how programs began. There were instances of courses being included among a school's vocational offerings simply because teaching equipment could be obtained at low cost or was donated by industry. On other occasions, a vocational program started up because there was a teacher who was interested in the subject and capable of teaching it.

"Programs that other schools are offering also tend to influence some decisions regarding vocational program offerings," the Battelle report says. "Erroneous decisions of one school district sometimes are multiplied by the repetition of these same programs by other school districts."

Higher education may be perpetuating high school preparation in some occupational areas that are obsolete, the report says. Researchers note that teacher education programs continue to produce bookkeeping teachers despite the fact that automation has done away with most of the opportunities that were once present in this field.

Vocational programs can be made more relevant to employer needs if schools adopt procedures similar to those used in the Battelle study, the researchers say.

Specifically, what does it take to improve vocational programing? Battelle recommends that schools take these steps:

- Set up an advisory committee in each occupational area to help with curriculum design, the selection of instructional materials and physical facilities, teacher recruitment, and the development of measures to use in student evaluation and placement. The committees would include employers, union representatives, teachers, employment service representatives, and perhaps equipment manufacturers.
- Develop detailed and specific objectives for each course that are stated in terms of each major task employers expect their entry-level workers to perform. While emphasizing these tasks, schools should also design vocational programs so that they offer training which will facilitate movement of the most capable students into higher level jobs and which will provide all students a variety of experiences so that they can sample various specialities in any one occupation.
- Hire people who have worked in the occupation or train teachers in the use of new equipment and processes now being used in that occupation. The staff should include a program director and a special coordinator to supervise students who are getting on-job experience and to act as a liaison between the school and employers.
- When possible, use employer training programs which are conducted in an occupational area. For in-school programs use materials identical to those used in the work situation, and expose students to a variety of equipment and methods.
- Give the employer definite criteria which he can use to evaluate student performance in cooperative school-industry programs.
- Promote students on the basis of performance as shown in evaluations of their work at school or in on-job training rather than on the number of years they have studied an occupation.
- Conduct followup studies on job placement, performance of graduates, and changes in job skills needed by employers.

As an aid to vocational educators, the Manpower Administration is publishing separate appendices to the Battelle report which contain detailed information on skills employers seek in the 10 occupations studied. Tasks performed in these occupations are accompanied by employer ratings of their importance in hiring entry-level workers or in promoting workers. The degree of proficiency that employers say their entry-level workers have also is shown. For information on how to obtain these appendices, write Division of Research and Development Utilization, Manpower Administration, Vanguard Building, U.S. Department of Labor, Washington, D.C. 20210. □

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News&Notes

Women are helping to open some employment doors for short men. Pushed mainly by complaints from women, police and fire departments throughout the country are lowering height barriers to employment. A Minnesota county has dropped its requirement that deputy sheriffs be 5 feet 10 inches. The U.S. Park Police has shelved its 5-foot-8-inch minimum height standard. Acting on a suit filed by a woman applicant, a court has told the New York City Parks Department that it will have to accept lifeguards who don't measure up to 5 feet 7 inches. And a union survey finds that shorter applicants now stand taller with fire departments in Chicago, Los Angeles, and San Francisco.

* * *

The U.S. Department of Labor has started a monthly news service for and about women who work or want to work. Entitled "Women and Work," the service will carry news and feature material covering such subjects as career opportunities, women holding interesting and vital jobs in and out of government, and government actions to improve the status of working women. Due to the cost of production, distribution of the service is limited to the news media and those educational, business, and organization officials concerned with matters of interest to women. Eligible persons interested in receiving "Women and Work" should write the Office of Information, Publications and Reports, U.S. Department of Labor, 14th St. and Constitution Ave., NW., Washington, D.C. 20210.

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Manpower Administration work and training programs enrolled a record 241,400 Spanish-speaking persons in fiscal year 1972.

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"A Cumulative Index to the Manpower Reports of the President, 1963-1972" is now available from the Manpower Administration. This detailed, 46-page reference tool provides access to the comprehensive discussions of manpower policy, problems, and programs and many related factors in the 10 reports. It can be obtained free from the Inquiries Section, Office of Information, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210.

As part of an accelerated company program to employ and advance more women, the Columbia Broadcasting System has decided to have a "woman counselor" for each of its five divisions. The counselors are to "deal with the gripes, hopes, and aspirations of women employees," CBS President Arthur R. Taylor said.

* * *

Some 600 soon-to-be-discharged servicemen stationed in Germany are getting on-the-job training in a variety of civilian occupations by working for German employers. The training is part of Project Transition, a program to prepare military personnel to return to civilian jobs.

* * *

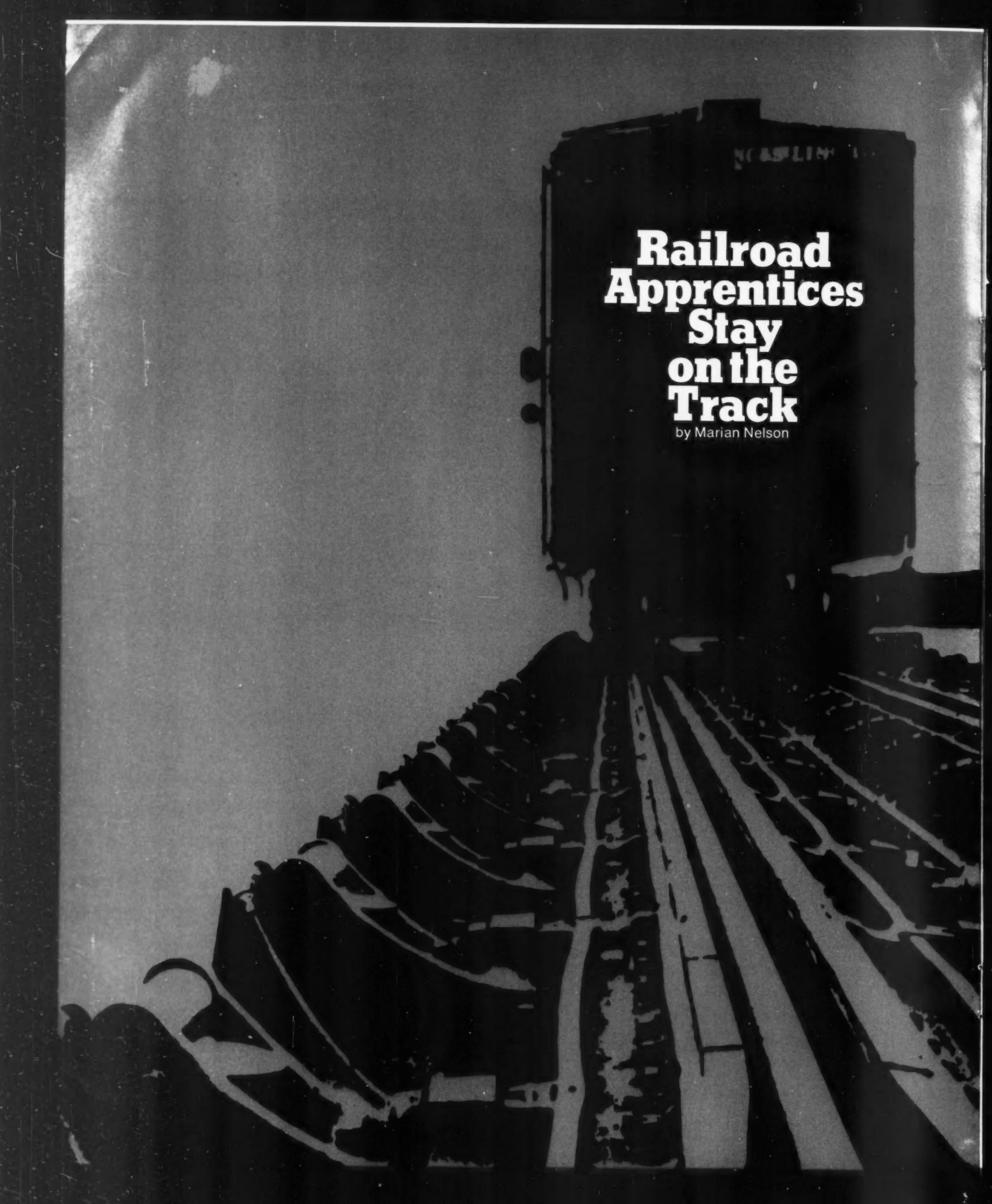
One in four American men over 65 years of age was in the labor force in 1971 compared with almost 1 in 2 in 1950, the Census Bureau reports. The labor force participation rate of men between 55 and 64 also declined, from 87 percent in 1950 to 82 percent in 1971. About 1 woman in 10 over age 65 was in the work force in 1971, the same ratio as in 1950. But for women between 55 and 64, the proportion in the labor force rose from 27 percent in 1950 to 43 percent last year. People are classified as being in the labor force if they are working or seeking work.

* * *

The 4-day workweek is inevitable. It will come first for professional and white-collar workers, and "much sooner than even some of its advocates expect." Then it will spread to other occupations. So says Howard Coughlin, president of the Office and Professional Employees International Union. The shorter workweek will come, Coughlin wrote in a union magazine, because it offers "the most practical solution to . . . such diverse problems as unemployment, bottlenecks in service fields, conversion to a peacetime economy, traffic jams, equipment downtime, (and) the quality of life."

* * *

Firms having Federal procurement contracts of $2,500 or more now are required to list job openings with the employment service. Previously, only firms with Federal contracts of $10,000 or more were required to do so. New regulations also require Federal contractors to give special emphasis to hiring disabled and Vietnam-era veterans.



Railroad Apprentices Stay on the Track

by Marian Nelson

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Low Dropout Rate Marks Shopcraft Training Program

"A lot of people warn me that the railroads are dying out. They may be right as far as passenger travel goes, but railroads are still going to haul freight. I think the industry is growing, and I see a future in it for me."

That's the reason Ronald G. Braun, a 22-year-old machinist apprentice with the Burlington Northern (BN), gives whenever anyone questions his leaving a well-paid job in an ice cream factory to go into railroading. In the factory, Braun says, he had gone about as high as he could go —a level well under what he hopes to reach as a machinist at BN.

Today there are an estimated 3,500 apprentices learning one of the many crafts needed to keep the railroad's rolling stock rolling. Of the 67 major trunkline railroads operating in the U.S., most have apprenticeship programs. For the most part, the training takes place in small town railroad shops, although some of the lines have major repair facilities in cities such as Portland, Oreg.

In the repair shops, skilled craftsmen for many years have been machining thousand-pound wheels for engines, coaches, and freight cars, dismantling and rebuilding giant piston engines, shaping and assembling sheet metal with weld and rivet, forging couplers and housings, wiring locomotives and cars for light and energy, machining and rebuilding vital parts for engines and boxcars, and piping liquid lines. And to learn their trades, craft apprencies usually have 3 to 4 years of training in these shops under the critical eyes of journeymen.

More or less typical of the railroad shop apprentice programs are those run by the BN, a line with 25,000 miles of track, and the Missouri Pacific (MoPac), with 12,000 miles of track. BN currently has some 440 apprentices learning their trade in 39 facilities located between Chicago and the west coast. MoPac has about 510 apprentices in 25 shops scattered throughout its system, which runs from New Orleans to El Paso and north to Chicago.

Filling apprenticeship slots is not a problem in railroad shops as most of them have long waiting lists. Neither MoPac nor BN does any recruiting. Both have a steady "walk-in" trade of applicants who, according to apprenticeship officials, are "getting better all the time" because increasing numbers have had previous vocational training.

Apprentice pay starts at about $4 an hour, 70 percent of the journeyman rate of $5.70 or more. Length of training varies by craft and is worked out between management and the union representing each trade. The trend, however, is toward shorter apprenticeships—for a very practical reason.

"We're in the odd position of having plenty of apprentices but not enough qualified journeymen, who are retiring at the rate of about 8 percent a year," explained James Wilkins, MoPac shop superintendent in De Soto, Mo.

Upgrading System Used

To offset the shortage, MoPac and BN have instituted an upgrading system that moves apprentices more quickly into journeyman-level jobs. Apprentices going into these jobs maintain their apprenticeship status but are paid journeyman wages. Other railroads have similar systems.

Some of the shopcraft jobs the apprentices are learning may sound ordinary—electrician, boilermaker, painter, machinist, sheetmetal worker—but the tasks are highly specialized to meet the needs of the railroads. That even goes for the blacksmith, who is still part of the work force even though there are no horses to shoe as there were around 1800 when railroads were powered by horses. Today, railroad blacksmiths make dies, forge machinery, and operate power hammers.

In BN's program, apprentices rotate through all the shops in their district. A machinist apprentice in St. Paul, for example, will have worked in a wheel shop, a car shop, a diesel engine overhaul shop, and a locomotive running repair shop before he becomes a journeyman. This gives him the broadest possible experience and helps him decide which shop he likes best. Once a journeyman, he can move from shop to shop within his district without losing seniority. MoPac does not use this rotation system. Its apprentices get all their training in one shop.

Although each railroad has its own approach to training, both use a written course of study developed by the Omaha-based Railway Educational Bureau, which enrolls about 3,000 apprentices in correspondence work each year. Apprentices must successfully complete nearly 100 lessons at the rate of two a month, and failed lessons must be repeated. Designed to cover every aspect of a particular craft and to supplement on-the-job training, courses are constantly updated to reflect changes in equipment and technology.

"Correspondence work is one of the best parts of training," said MoPac apprentice Dan Klaus, a former drama student. "The lessons correspond to what I'm doing on the job and make training easier." As a welder, his correspondence study includes lessons on oxy-acetylene welding equipment, iron and steel alloys, and welding copper.

Not all apprentices share Klaus' enthusiasm for the correspondence courses. Some say lessons are presented too long before or after they are needed. To iron out wrinkles such as these, MoPac's

Marian Nelson is a member of the Manpower Administration information staff.

Railroad Apprentices

Workmen in MoPac's De Soto shop repair a boxcar that has been turned on its side by the appropriately named Pandjiris car turner.

Using an acetylene torch, MoPac apprentice Dan Klaus removes boltheads from a stanchion under a boxcar.

MoPac's shops in De Soto dwarf everything around them, including the huge railroad cars that are repaired there.

supervisor of apprentices, Harold Viehland, travels regularly to all 25 shops to talk with apprentices about their work problems.

"Chiefly, I make sure that each apprentice's needs are being met," Viehland said. "And I personally select the correspondence courses to suit the needs of a given shop as well. Training has now improved to the point where a lot of apprentices are better qualified than some of the journeymen."

John Blaha, personnel training manager for BN's mechanical division, serves much the same function for BN. He visits apprentices in all 39 BN facilities and, in addition to selecting course material and supervising training, considers transfer requests.

Both railroads encourage apprentices to increase their skills through additional correspondence work or classroom study. MoPac, for example, is paying the tuition for 24 employees—five of them journeymen—from its De Soto shop who are taking a welding course designed to the rail-

Railroad Apprentices

road's specifications at nearby Jefferson Junior College.

Blaha said BN rarely denies requests for work-related instruction since more training means more expertise. Even academic studies are not excluded, Blaha pointed out, noting that "some apprentices have an eye toward future management positions and we're quite willing to help them get the necessary training." Blaha himself moved from the shop to a management job.

MoPac and BN claim that less than 10 percent of their apprentices drop out during the first year, and virtually none do later on. This is a much lower dropout rate than in most other apprenticeship programs. One factor may be that in the small towns where many of the shops are located, the railroad is the only major employer. Also, unlike construction work, railroad employment is not seasonal.

Job security and advancement potential are what kept BN apprentice James E. Peterson in the program although he had planned to stay only "until something better came along." And Peterson—an electrician—is sticking with it even though his past vocational training means he has already had some of the training he now gets as an apprentice. He is studying basic electronics for the third time, and finds some of this pretty boring.

Most apprentices seem to like the work and their future prospects. "My starting pay here is about the same as when I was a restaurant management trainee," said MoPac apprentice Mark Wilson, "but I work a shorter day and I have a chance to develop some skills." MoPac apprentice Klaus chimed in to say that skill development also counted heavily with him. "I had a couple of deadend jobs and then decided to give the railroad a try," Klaus said. "It was a good decision, because there's a better chance for promotion here."

Entry requirements for apprentices differ from railroad to railroad. MoPac requires a high school diploma or its equivalent, as well as a written test, physical examination, and personal interview.

"I hire the man with motivation and ability, and I don't care whether he has a high school diploma," said Matthew Lang, BN hiring officer for the St. Paul area. He relies on a personal interview, a physical examination, and work-related qualifications such as a trade school background in making his selections.

Because several major railroad lines are in the process of revamping their programs, the total number of apprentices in the industry can only be estimated. Firm data on the total number or percentage of minority apprentices also are not available. However, based on the latest reports from 60 percent of all U.S. railroads, the U.S. Postal Service, which is responsible for seeing that railroads comply with Federal Equal Employment Opportunity regulations, says that only 1 percent of all shopcraft apprentices are minorities.

Safety Is Stressed

Among railroads that register their apprenticeship programs with the U.S. Department of Labor's Bureau of Apprenticeship and Training, minority enrollment stands at about 10 percent. MoPac, which has a registered apprenticeship program, has a 19 percent minority enrollment. BN, whose program is not registered, does not have an exact figure on the number of its minority apprentices, but reports that it is in the neighborhood of 5 percent.

Safety is a byword in the shops where apprentices work. Hardly a step can be taken without seeing a safety sign or receiving some warning that danger is near. From a worker's first day on the job, he is remineded that safety takes priority over every other aspect of his work.

"At first I thought (the regulations on) safety were carried too far," said BN's personnel training manager Blaha, recalling his days as an apprentice electrician. "But it didn't take me long to find out otherwise." Blaha pointed to his surroundings, filled with welding torches, chain hoists, overhead cranes, lathes, grinders, sledge hammers—and locomotives. "Most of those things have a lot of inherent danger potential," he said, "but this potential has been reduced due to stringent safety regulations."

To improve the operation of their apprenticeship program, MoPac and BN, along with several other railroads, are developing a series of TV cassette tapes of the "how-to-do-it" variety. Each tape focuses on a particular aspect of a given craft. An apprentice confronted with a technical problem can select the appropriate tape and have the entire procedure explained on the spot. This also saves a journeyman's time. The ultimate goal is to have tapes available throughout the railroad systems, with mobile units shared among smaller shops.

TV cassettes and similar innovations cannot, of course, alter the fact that railroad shop jobs often are heavy, tiring, and dirty. But judging from the comments of apprentices and their determination to stick with the program, these aspects of the work are far outweighed by the positive factors.

One of these seems to be the fact that the "iron horse" has intrigued Americans ever since John Stevens in 1825 built and operated a locomotive on a half mile of track at his home in Hoboken, N.J. It was the first locomotive in the U.S. to run on rails. Since then, the fascination with railroading has led many a boy to ask for a train for Christmas, and many a mother to buy it because it was just what father wanted. □

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Words & Figures

Program Enrollments by State

At the end of 1972, 631,000 persons were participating in 12 categorical manpower programs. The Public Employment Program (PEP) had the largest number of participants—137,000 formerly unemployed workers were performing vital services in transitional jobs in the public sector. The Work Incentive (WIN) Program was second with 112,000 welfare clients receiving skill and other training to make them self-sufficient. The Neighborhood Youth Corps (NYC) had an enrollment of 107,500 in the in-school program and another 42,500 in the out-of-school segment. Another 50,500 workers were employed and learning skills through on-the-job (OJT) training under national contracts and 41,400 persons were receiving institutional (classroom) training under the Manpower Development and Training Act.

Almost 8 out of 10 enrollees were in one of these five programs.

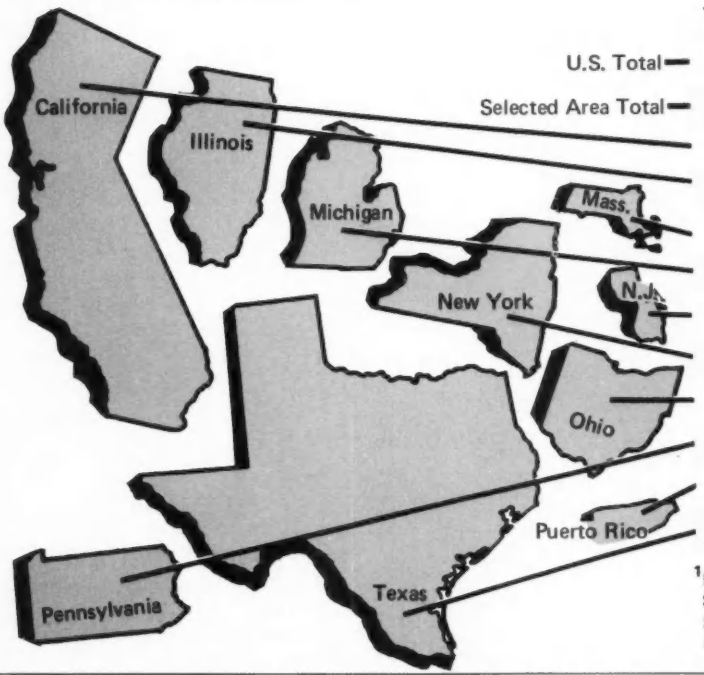
About 1 in 6 of the enrollees was either a Californian or a New Yorker. This proportion rises to almost 1 in 5 if national contract projects, for which State-by-State figures are not reported, are excluded.

Following California and New York in total enrollments were Pennsylvania, Illinois, and Texas. Of every three active participants on December 31, 1972, one was enrolled in a project located in the five top States.

Of the 50 States and five jurisdictions where manpower programs operate, the 10 with the largest number of enrollees accounted for 50 percent of all program participants, exclusive of national contract projects. Nine of the 10 most populous States and Puerto Rico are included in this grouping. However, Florida, the ninth most populous State in the 1970 census, had only 10,800 participants, making it 17th in enrollments.

The top 10 States and jurisdictions in manpower enrollments accounted for 59 percent of all Public Employment Program participants and 54 percent of all WIN enrollees. In both programs, almost a quarter of total enrollment was centered in California and New York.

Enrollment in Major Manpower Programs in Areas with Most Participants--December 1972



(in thousands)

	Total [1]	PEP	WIN	NYC In-School	NYC Out-of-School	NYC Institutional
U.S. Total	631.6	137.8	112.9	107.5	42.5	41.4
Selected Area Total	288.1	81.2	60.8	43.0	21.7	21.2
California	62.1	20.9	13.6	9.3	4.1	4.1
Illinois	23.3	4.3	4.3	2.1	2.5	1.9
Michigan	15.5	5.4	44.3	1.7	.5	.6
Mass.	26.5	8.2	6.2	4.2	1.8	2.1
New York	21.9	9.0	3.1	2.6	1.2	1.4
N.J.	47.6	11.3	13.2	4.5	3.8	4.2
Ohio	22.7	4.3	3.5	5.5	2.0	2.7
Pennsylvania	27.1	6.3	8.2	5.2	1.1	1.5
Texas	18.4	8.6	2.0	1.7	2.7	.8
Puerto Rico	23.0	2.9	2.4	6.2	2.0	1.9

[1] Includes, in addition to programs shown, Job Opportunities in the Business Sector (JOBS), Jobs Optional (JOPS), On-the-Job Training (OJT), Public Service Careers (PSC), Concentrated Employment Program (CEP), Job Corps, and Operation Mainstream.

学习英文与技能

* Learning The Language Of JOBS

by Pat Baker

Standing in the doorway of the tidy San Francisco classroom, listening to eager voices repeating the "ah," "bu," and "ca" sounds of the alphabet, visitors are likely to be transported back to their childhood. But the students aren't American first graders, they are Chinese adults —immigrants from places such as Hong Kong, Shanghai, and Singapore. English instruction is part of their training for jobs with Safeway stores. It also is a passport out of Chinatown, where jobs are scarce and wages low.

Safeway in San Francisco has a contract to train 30 disadvantaged people—most of those hired have been Chinese—under the Manpower Administration's Job Opportunities in the Business Sector (JOBS) Program. Overall, Safeway has hired 88 people under the JOBS Program in the San Francisco area, and more than 2,000 throughout the Nation. Persons hired under JOBS are put on the employer's payroll immediately, then are given the training they require. The employer is reimbursed by the Federal Government for additional costs involved in training the disadvantaged.

In San Francisco, Safeway JOBS employees start at $3.01 an hour and go to $5.26 after a year. Their JOBS training runs 7 months. They spend the first 2 months in orientation and off-the-job training, including English classes for the Chinese. Most of the remaining 5 months of training is spent on the job, stocking shelves, handling produce, and cashiering, the principal duties performed by Safeway food clerks.

The Chinese employees traveled different routes to their jobs at Safeway. Born in the village of Kai Hong in the south of China, Wai Lin Lee's family moved to Hong Kong during World War II when she was still a child. She married young, and she and her accountant husband had five children. Low income and little chance for a good education for their children prompted the Lees to emigrate to the United States.

Wai Lin became Barbara. For 5 years she worked for minimum wages as a salesgirl in a candy store. Then she saw a newspaper ad for openings at Safeway and now is well on her way to a $10,000-

English language training is serious business, but the classes have their light moments.

Pat Baker is a U.S. Department of Labor information officer in San Francisco.

为找工作的途径*

Language

Connie Lee loads the checkout counter for an imaginary customer as she practices cashiering at the training center.

His 2 months of orientation and off-the-job training completed, Tim Cheuk completes the 7-month training program by performing the regular duties of a food clerk at a Safeway store.

Instructor John Rink shows Barbara Lee how to check a cash register tape.

a-year job. Her oldest child Helen, 19, is a student at San Francisco City College, and Mrs. Lee hopes to realize her dream of a college education for all her children.

Another JOBS employee, Soon Ho Lee, comes from Singapore, where his father was captain of a trading ship. He came to San Francisco 3 years ago and worked as a salesman and cook before applying for a job at Safeway. Lee, the father of two, believes this will be a good year for him. Under the Chinese calendar it is the year of the Ox, and he was born in the Year of the Ox in 1937.

Other JOBS trainees include Ben Zen Liu, who is from Shanghai and has a degree in economics; Raymond Castro, a one-time farmer from Hong Kong; Terrance Kwok, formerly a cashier in Hong Kong; and 21-year-old Connie Lee, also from Hong Kong.

In the past, the jobs these men and women sought eluded them, often because the broken English they learned so arduously and spoke so proudly failed to get them past the receptionist. Demolition of this language barrier is in the hands of Vocational Innovations Project (VIP), a nonprofit corporation hired by Safeway to handle the English instruction for trainees in the JOBS Program.

It is not a new assignment for VIP. Formed in 1970 by three young American-born Chinese, VIP has given job related English instruction to more than 450 Chinese-speaking people. The overwhelming majority of those who completed the classes are still on the job.

VIP is located in a remodeled five-story building that once was divided into tiny cubicles inhabited by Chinese men lured to the area by the promise of jobs building the railroads. Those who got jobs did hard physical labor for long hours at low wages. Then this building was a place of despair. Today it is a symbol of hope. □

Keeping Up With The 'Young Guys'

John Dunlap's mother told him he was born in February 1856. That would make him 117. According to official records Dunlap was born in 1877, making him 96. Either way, he's much too old to work—at least most people would think so. But Dunlap doesn't agree, so he works 3 days a week at the greenhouse of the Florida governor's mansion in Tallahassee.

Working, Dunlap says, keeps him honest, "and besides, staying home is too dull." Dunlap, a Baptist minister for more than half a century, says, "I believe a man needs to work to be honest because if he doesn't work he's stealing from the Lord."

Dunlap is one of several elderly Tallahassee men employed through a Green Thumb project of the Manpower Administration's Operation Mainstream. Operation Mainstream pays low-income men and women to work at improving the communities they live in. Green Thumb enables older workers—mostly farmers 55 and over—to work in ecology-oriented public works projects.

A slight, white-haired man, Dunlap had little to do before entering the program last October. Occasionally, he would go to the local State employment service office looking for work, but before Green Thumb they always had to turn him away.

After passing a physical examination, Dunlap was assigned to work with four other Green Thumbers at the greenhouse. There the men—the youngest of whom is in his seventies—work 3 days a week and earn $1.60 an hour.

Greenhouse supervisor G. W. Trousdale likes the program because it allows the men to maintain their pride and self-respect. "They can supplement their social security and stay off welfare," Trousdale says.

Dunlap enjoys working in the greenhouse, even though he never can seem to remember the name of the nice fellow who lives inside the nearby mansion, Florida Governor Reubin Askew. The greenhouse, however, does more than supply flowers for the governor; its main purpose is to provide shrubs for beautification of the State capitol grounds.

When asked about the age disparity between his mother's reckoning and official records,

Dunlap says: "I can't go against my mother, but it's a new time now so you should go by what the government says, I suppose."

Nevertheless, even at 96, the tobacco-chewing preacher still looks younger than his age. And, as one of his fellow Green Thumbers remarked, "He's always trying to keep up with us young guys." □

JUN 73

President Seeks to Bolster

Following are excerpts from President Nixon's message to the Congress on unemployment insurance calling for minimum benefit standards for the States, coverage for farmworkers, and safeguards to preserve the neutrality of the unemployment insurance system during industrial disputes.

. . . A properly designed system of unemployment insurance should serve a dual purpose—both helping to tide individual workers financially over the periods when they are without a job, and stabilizing the economy as a whole by helping make up for wage losses which would otherwise cut consumer purchasing power and accelerate business downturns.

But effective performance of both of these functions depends on the provision of benefits which are adequate in relation to a worker's usual weekly wage. It is generally accepted that unemployment benefits are inadequate unless they are equal to at least half what workers would be earning if employed. Otherwise, families relying on the benefits will too often be unable to meet their basic, nondeferrable living expenses, and communities hit by unemployment will find that aggregate benefits are too little to have a significant counter-recessionary impact.

Under present Federal law, the setting of formulas to determine minimum and maximum benefit levels is largely the province of the individual States. On paper, most States do promise the unemployed worker a benefit equal to one-half his usual weekly wage. But many of them also place unrealistically low ceilings on maximum benefit amounts, rendering the guarantee meaningless for a large percentage of workers, especially family breadwinners. In fact, more than two-fifths of all workers now covered by the unemployment insurance system find their benefits limited by State ceilings at a level *below* the half-pay ostensibly guaranteed them. . . .

My proposed Job Security Assistance Act would therefore amend the Federal Unemployment Tax Act by adding a provision that every eligible insured worker, when unemployed, must be paid a benefit equal to at least 50 percent of his average weekly wage, up to a State maximum which shall be at least two-thirds of the average weekly wage of covered workers in the State. . . .

> . . . more than two-fifths of all workers now covered by the unemployment insurance system find their benefits limited by State ceilings at a level *below* the half-pay ostensibly guaranteed them . . .

Estimates indicate that this new requirement would result in an average increase of 15 percent in costs to State pooled unemployment insurance funds, which would, in turn, affect the costs of employers whose taxes support our unemployment compensation programs. To put this increase in perspective, however, we should note that unemployment insurance is one of the least expensive of all fringe benefits related to employment —accounting for less than a penny in each payroll dollar. Considering the enormous importance of this protection to unemployed workers and to economic stability in general, the relatively small cost of keeping it adequate and up to date is a very sound investment.

When the new Federal benefit standard goes into effect, our unemployment insurance system would begin delivering on its promise to working Americans in a way it has never delivered before. The special programs which in the past have substituted for inadequate State unemployment benefit payments—such as the special allowances provided under the Trade Expansion Act of 1962 for workers who lose their jobs because of foreign imports—would become unnecessary as unemployment benefits are raised to fairer levels.

Upon passage of the unemployment insurance reforms proposed today and of the trade proposals which I outlined to the Congress earlier . . ., trade adjustment assistance would be gradually phased out and replaced with a temporary program of Federal supplements to bring up to an adequate level the State unemployment benefits for workers displaced by import trade. When State unemployment payments come up to the half-pay minimum I am seeking, the Federal supplement payments would be discontinued, since all workers would then be eligible under the liberalized State laws for benefits that are reasonably adequate in amount. Some would even be eligible for larger weekly benefits than they can now receive under the Trade Expansion Act adjustment assistance program. . . .

Agriculture is America's oldest and largest industry—and increasingly it truly is an industry, not just an individual enterprise. A growing percentage of the people engaged in farming no longer are

Jobless Pay System

their own bosses but work as someone else's employees. Most of these employees earn relatively low wages, have only precarious job security, and have no termination pay coming if they are laid off. Many are members of disadvantaged minority groups.

For all of these reasons, I consider it of urgent importance that we act at once to extend unemployment insurance coverage to as many agricultural employees as can feasibly be accommodated in the system.

Farmworkers were originally denied unemployment insurance protection on the ground that it was not administratively feasible to cover many thousands of family-operated farms which kept no payroll records. This objection has since been disproved, however, by the successful extension of income and Social Security taxes to a large number of such enterprises.

In 1970 the Congress postponed action on my recommendations for extending coverage to agricultural labor, directing instead that a study be made on the question. The study was undertaken by the Department of Labor in cooperation with land-grant universities and State employment security agencies, and the results are now in. They conclusively demonstrate the administrative and financial feasibility of extending unemployment insurance coverage to approximately 66,000 agricultural enterprises employing some 635,000 agricultural workers.

Accordingly, the Job Security Assistance Act which I am recommending to the Congress would modify the present agricultural labor exclusion provisions of the Federal Unemployment Tax Act, bringing under the unemployment system any farm operator who employs four or more workers in each of 20 weeks in a calendar year or who pays wages for agricultural labor of at least $5,000 in a calendar quarter. The change would take effect on January 1, 1975, thus allowing State legislatures time to make necessary adjustments in their unemployment compensation laws.

The criterion of payroll size was not included in my 1969 farm coverage proposal. Adding this test strengthens the bill by substantially increasing the number of farm jobs affected. The new bill also includes safeguards to help ensure that migrant workers—who especially need unemployment protection—will not be disqualified because of the special problems associated with recordkeeping and tax collection in migrant employment.

> . . . I consider it of urgent importance that we act at once to extend unemployment insurance coverage to as many agricultural employees as can feasibly be accommodated in the system.

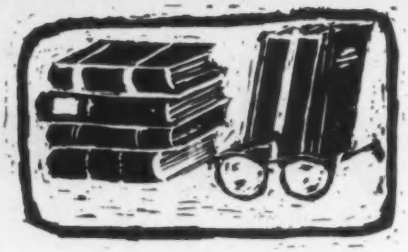
The coverage definition I am proposing would provide needed protection to the employees of larger agricultural businesses without needlessly adding to the difficulties of small farm operations. It would achieve coverage for about two-thirds of all hired farmworkers while affecting fewer than 1 in 14 farm employers.

In most States, coverage of the larger agricultural enterprises would be self-financing, with the contributions of these concerns meeting the full cost of benefit payments to their workers who become unemployed. Net increases in benefit costs to State pooled funds should be zero in most cases and negligible in all but two States. Even in these two instances, the net increases would amount to only 20 cents or less per $100 of taxable wages. . . .

As we move to establish a uniform Federal standard that would ensure adequate State benefit levels, we must also insist on strong safeguards to preserve the neutrality of the unemployment insurance system in industrial disputes. The unemployment tax which an employer is required to pay was never intended to supplement strike funds of those engaged in a dispute with the same employer. Neither, on the other hand, was the income protection which unemployed workers are guaranteed under the insurance system intended to be interrupted when an innocent bystander is put out of work by someone else's dispute.

I therefore propose that the Federal Unemployment Tax Act be amended to prohibit both the payment of unemployment insurance benefits to strikers and the practice of denying benefits to nonstrikers. A gray area does exist between the clear-cut extremes of strike participation and nonparticipation, where complex definitional problems can arise. Resolution of these problems can properly be left to the judgment of individual States. But to deal with the clear cases, it is appropriate for the Federal Government to set a uniform standard on which each State can elaborate. This the Job Security Assistance Act would do. . . . □

Book Reviews



Dirt Poor

Chicanos and Rural Poverty

by Vernon Briggs

Johns Hopkins University Press, Baltimore, 1973. 88 pages, $1.95 (paper).

The plight of rural Chicanos—most of whom live in the Southwest—has long been established and often documented by studies, the Civil Rights Commission, and testimony presented at congressional hearings. In *Chicanos and Rural Poverty,* Vernon Briggs adds to the mounting evidence with a brief, readable review of the socioeconomic conditions which confront Chicanos in rural areas and the institutional barriers which help keep them poor. The book presents a concise history of the interplay of various forces—economic, legislative, foreign, and cultural—that have left the Nation's second largest minority group destitute. Briggs also makes some recommendations to improve the situation.

Much of the book is devoted to statistical delineations of the problems of the Chicano rural poor. While one may already be convinced of the gravity of the situation, the statistics are inadequate. Sometimes the reader is confused by too many figures, and most of the statistics are based on the 1960 census, making them far too old to be relevant today. Furthermore, when discussing the influence of manpower policy, Briggs offers almost no statistical documentation.

The central issue Briggs discusses is the extent and nature of Chicano participation in the rural economy. He points out that from the early 20th century to the present, the Mexicans who migrated into the Southwest came from a rural agricultural background and spoke little or no English. Having few skills and little opportunity for ownership of land, they were shunted into agricultural work at severely depressed wages, leaving them with an eroded economic base and almost no economic power.

Briggs says three factors combine to keep rural Chicanos in poverty: A technological society in which the unskilled have little earning power, this country's public policies, and economic conditions in Mexico.

As for public policy, Briggs says: "The pitiful irony of the situation is that the public policy of the United States Government and of the State governments of the region has done more to compound and perpetuate the misery of the rural Chicano labor force than it has to alleviate their suffering and to resolve their predicament."

Briggs laments the lack of a rural manpower policy but offers no solutions or proposals other than somehow correcting the present situation through a comprehensive approach. He contends that the lobbying strength of city governments acting on behalf of urban groups has resulted in most manpower efforts being directed to urban areas. Pressure from Chicano groups, on the other hand, has been minimal and little regard has been given to demands made by rural Chicanos.

Briggs makes three sets of recommendations aimed at alleviating poverty among rural Chicanos. First, he calls for regulation of the flow of entrants from Mexico into the rural economy of the Southwest. He urges strict enforcement of existing immigration laws and abolition or modification of the commuter system whereby Mexican nationals are allowed to work in the U.S. Although these recommendations are justified to decrease what amounts to unfair competition for jobs for Mexican Americans, Briggs admits they have been proposed many times before to no avail —and he offers no new solutions.

Second, Briggs suggests aid to northern Mexico and the U.S. border States. Again, accomplishments would be difficult.

Briggs' third recommendation is perhaps the most justified and amenable to implementation. He says agricultural workers should have the same privileges and protections as other workers: Unemployment insurance, injury compensation, minimum wage and overtime guaranties, and collective bargaining rights. There is no convincing reason why farmworkers should continue to be excluded from laws designed to benefit and protect working people.

Fred E. Romero

That Ubiquitous Work Ethic

Do the Poor Want to Work?

by Leonard Goodwin

Brookings Institute, Washington, 1972. 118 pages and appendices, $2.50 (paper).

Leonard Goodwin has shown that poor people do not differ from other people in their (abstract) desire to work. While this finding about what Goodwin calls "work orientations" is interesting and may serve to disabuse some people of their notions about the poor, it is unlikely to have much immediate impact on welfare policy. This is so because of the constraints placed on policymakers by a tight Federal budget and the existence of a host of income transfer programs for the poor.

Goodwin defines work orientations as psychological attributes that significantly influence activity in the world of work. Orientations have attitudinal, goal, belief, and intention elements. From interviews with over 4,000 persons, including long-term and short-term welfare recipients and both poor and more affluent people not on welfare, Goodwin tries to determine whether welfare recipients are particularly hostile or indifferent to work and prefer to receive welfare.

With respect to such work orientations as "life aspirations," the "work ethic," and the acceptability of quasi-illegal activities, the author finds no difference between recipients and nonrecipients. But although welfare recipients do identify with work, they differ from nonrecipients in finding welfare an acceptable means of financial support and in having less confidence in their ability to succeed in the labor market. Goodwin advances some evidence to back his hypothesis that labor market failure produces these attitudinal differences, but emphasizes that such failure does not lessen the psychological need for and commitment to work.

Next, Goodwin tries to relate these findings to "work activity." Unfortunately, his effort fails, largely, in my view, because he defines and measures work activity by earnings, not by hours worked or number of jobs sought. Thus, two equally work-oriented individuals who work 40 hours a week for 50 weeks are treated as having substantially different amounts of "work activity" if one earns $3.00 and the other $6.00 per hour.

Using the earnings definition, Goodwin runs simple and multiple correlations among work orientations, a few other variables, and work activity, and concludes, that there is little correlation between most work orientations and work activity. An exception is the orientation "acceptability of welfare"; those eligible for welfare and who find it acceptable generally have little work activity. Neither finding should be startling, given the measure the author uses to gage work activity. While psychological orientation could influence whether an individual works, and how much, it is likely to be a minor determinant of earnings. Factors such as education and previous work experience would be much more influential in determining variations in hourly earnings.

Goodwin's second finding—that those on welfare who regard it as an acceptable means of support generally have little work activity (earnings)—is an inescapable outcome of his ground rules. To qualify for aid, welfare recipients must have low earnings (work activity). But Goodwin has not demonstrated that there is a casual relationship between the acceptability of welfare and a disinclination to work. To do that, he must measure work activity by some means other than earnings.

The public demands work requirements in welfare programs because it does not trust the commitment to work among the poor. Assuming Goodwin's findings are accurate, should a distrustful public lessen its demands for work requirements? Not necessarily. Even work-oriented welfare recipients might reduce the number of hours they work

if they find that much of their earnings are offset by taxes or by reduction in welfare payments. But the Government, faced with the need to hold down welfare costs, might wish to retain high marginal taxes or benefit reductions. Under these circumstances the public probably would still want work requirements—although their economic value may be negative when other factors are considered.

Leonard J. Hausman

Concise Compendium

The Prison of Unemployment—Manpower Programs for Offenders

by Robert Taggart III

Johns Hopkins University Press, Baltimore, 1972. 116 pages, $6 (cloth), $2.50 (paper).

The Prison of Unemployment is an examination of crime and the offender from a manpower perspective as distinguished from a "rehabilitationist perspective." Taggart reviews and evaluates the role of manpower services in salvaging and ultimately using those wasted human resources which move through this country's criminal justice system each year. He suggests, at the outset, that there is a distinction between the manpower and rehabilitation perspectives, but in the thoughtful presentation which follows, strategies for increasing employability among offenders fuse with such treatment efforts as counseling, behavioral motivation, and other "rehabilitationist" tools.

The author has gathered together and explored in an orderly and very useful fashion many of the recent efforts to test the impact of manpower services on offenders at different points in the criminal justice system. The book describes briefly, but effectively, community- and prison-based programs under the Manpower Development and Training Act (MDTA); pretrial diversion efforts such as Project Crossroads in Washington, D.C. and the Manhattan Project in New York City; vocational training programs in prisons; and more recently, income maintenance, job development, and placement services for offenders. All this is done in an effort to determine whether these manpower services have had any impact on reducing the rate of repeat offenses among those participating in the programs.

The author concludes, as have many before him, that results are mixed. He also concludes, again in good company, that the manpower issue is part of a much larger consideration and that any fragmented approach to reducing recidivism is doomed to failure. As Taggart makes clear, programs for the offender must be on an overall systemwide approach and corrections, manpower, and other personnel involved in these efforts must work and learn together how to strengthen and improve whatever services are necessary.

Taggart does offer seven specific recommendations, which he admits are of the "middle road" variety. They are: Greater efforts toward monitoring and evaluating existing programs; testing new strategies and filling gaps in our knowledge; improvements in existing experimental methods; greater emphasis on institutional change; the expansion of some services—such as pretrial intervention, work release, counseling, and placement; greater selectivity in choosing participants for offender manpower programs; and stressing earlier intervention strategies.

Many of the manpower programs described by Taggart have been imaginative and creative inputs into a system sorely in need of new approaches. Many already have had an impact on existing correctional systems and on program planning for the future. For example, prison-based MDTA programs have focused attention on the inability of some correctional systems, as presently structured, to mount and implement skill training programs within the institution.

In addition, Labor Department experimental projects have demonstrated that ex-offender bonding programs are feasible and practical. Pretrial intervention programs have demonstrated that comprehensive services are required by young people in trouble. Experimental income maintenance and supplement programs have led to current considerations of coverage of incarcerated offenders under minimum wage, unemployment compensation, and social security programs.

This reviewer found Taggart's book—originally prepared as a background paper for the National Manpower Policy Task Force—a very concise compendium of manpower programs for the offender and will no doubt be turning to it from time to time to refresh recollections about particular programs.

Sylvia G. McCollum

Shopping for Schools

Comparative Guide to Junior and Two-Year Community Colleges

by James Cass and Max Birnbaum

Harper & Row, New York, 1972. 396 pages, $10.

This book is a comprehensive guide to community and junior colleges that brings together in concise summaries almost all the information that would be required by counselors for advising students about existing 2-year colleges. The authors note the diversity of the colleges in terms of the different functions they perform, as well as the types of students they serve.

The guide is organized into two parts: Part I lists the 2-year colleges that offer residential facilities; Part II lists those that primarily serve a local population. This arrangement is intended to help the user select either a residential or a 2-year community college that meets the prospective student's educational goals, interests, and needs and fits his means.

The information included about each college is sufficient to give the user a fairly good idea about the admissions policy, the major offerings and degrees granted, the character of the student body, some aspects of campus life, and the religious orientation (if any) of each institution.

Some of the indices provide useful supplemental information, particularly those listing the career-oriented majors offered at the various colleges, and the professionally accredited programs. The State index is essential, of course, because the colleges in the body of this book are listed alphabetically.

The authors state that the guide is intended for parents and students as well as for counselors and interested professionals. It is apparent, however, that only an experienced counselor familiar with the organization of the guide and with 2-year colleges in general would be able to use it effectively. Many laymen probably will turn to the two main sections of the guide and after wading through pages of descriptive data about colleges, which become indistinguishable after the first few listings, be inclined to give up in total frustration. The guide would have been more useful had the listings in each of the two parts been organized by State, thus enabling the user to browse through the colleges in an area of his choice.

Richard E. Wilson

The Reviewers

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Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210. Requests for copies of other free publications listed should be sent directly to the source indicated at the following addresses: Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212; Women's Bureau, U.S. Department of Labor, Washington, D.C. 20210; or the organization specified in the listing. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

1973 Manpower Report of the President

Annual report to the Congress, prepared by the Department of Labor, analyzing the state of the Nation's manpower and discussing programs and activities in the manpower field. Covers such topics as Administration's recommendations on manpower revenue sharing, employment and unemployment record, recent developments in manpower programs, the effect of population changes on manpower policy, and the problems and opportunities of Spanish-speaking Americans. $2.85.

Index to the Manpower Reports of the President, 1963-1972

Manpower Administration book provides access to the comprehensive discussions of manpower policy, problems, and programs, and many related factors in the Department of Labor's reports to the President for his annual reports to the Congress for the years 1963-72. Covers both text and text appendixes.

Negro Employment in the South—Vol. 3: State and Local Governments

Manpower Administration report in text and tables on employment opportunities in State and local governments for Negroes in the South. Specify Manpower Research Monograph No. 23. 85 cents.

JOBS Entry Program, Revised 1972

Manpower Administration book contains all up-to-date information necessary to develop a JOBS (Job Opportunities in the Business Sector) Entry Program proposal.

National Apprenticeship and Training Standards for the Sheet Metal Industry

Manpower Administration booklet sets forth apprenticeship standards in the sheet metal industry as revised and amplified by the National Joint Apprenticeship and Training Committee for the guidance of contractors and labor throughout the United States.

National Apprenticeship and Training Standards for Carpentry

Manpower Administration booklet sets forth comprehensive, up-to-date national standards for the trades of carpenter, millwright, cabinetmaker-millman, and other subdivisions of the trade, jointly adopted by the United Brotherhood of Carpenters and Joiners of America, the Associated General Contractors of America, and the National Assocation of Home Builders of the United States. Should serve as a guide in training youth entering the trade and for journeymen who desire to upgrade their skills.

Comparison of State Unemployment Insurance Laws, Revision No. 2

Manpower Administration loose-leaf pages of the second of a semiannual series of revisions reflect changes in State laws effective since publication of the August 1972 revision and include technical modifications in existing text and tables. $1.50.

Veterans! Train for a Skilled Trade Through Apprenticeship

This 1973 Manpower Administration folder for veterans briefly describes the advantages of apprentice training, gives information about training allowances, and lists 79 of the many jobs which require apprenticeship.

Sickle Cell Anemia and Sickle Cell Trait

Manpower Administration folder answers 16 most frequently asked questions about sickle cell anemia and sickle cell trait.

Major Collective Bargaining Agreements—Administration of Seniority

Bureau of Labor Statistics bulletin analyses selected administrative rules and procedures, developed within the framework of collective bargaining, that determine an employee's placement or ranking on a seniority list. Based on study of virtually all major collective bargaining agreements, each covering 1,000 workers or more, exclusive of railroad, airline, and government agreements. Specify BLS Bulletin 1425-14. $1.25.

Jobs for Which Apprenticeships Are Available

Bureau of Labor Statistics leaflet lists 56 occupations, selected from the 1972-73 *Occupational Outlook Handbook*, for which apprenticeships are available. Gives highlights of job qualifications and trends foreseen over 1970 to 1980 period.

Wage Chronology—Dan River Inc., May 1943—January 1972

Bureau of Labor Statistics booklet summarizes changes in wage rates and related compensation practices negotiated by the company with the Textile Workers of America between 1943 and 1950 and with the United Textile Workers of America from 1953. Also includes changes instituted by company action. Specify BLS Bulletin 1767. 35 cents.

Handbook of Labor Statistics 1972

This handbook makes available in one volume the major statistical series produced by the Bureau of Labor Statistics. In general, each table is complete historically, beginning with the earliest reliable and consistent data and running through calendar year 1971. Related series from other governmental agencies and foreign countries are included. Technical notes describing major statistical programs and identifying the tables derived from each program precede the tables. Specify BLS Bulletin 1735. $5.25.

Selected Papers From North American Conference on Labor Statistics

Bureau of Labor Statistics book contains over 40 selected papers presented at the 30th North American Conference on Labor Statistics, June 26-29, 1972 in Denver, Colo. Appendix gives complete agenda for the meetings.

Day Care Facts

Revised Women's Bureau pamphlet has been updated to highlight the need for day care, as well as to review some existing programs, both public and private. It should be helpful to individuals and groups interested in efforts to meet the need for day care for children of working mothers. Specify Women's Bureau Pamphlet 16 (Rev.).

Nurse Training Act of 1971

Two of a series of pamphlets by the National Institutes of Health describing the authorities for Federal assistance to public or nonprofit private schools of nursing and students of nursing under the Nurse Training Act of 1971.

Financial Distress Grants for Schools of Nursing. Specify DHEW No. (NIH) 73-353.

Nursing Scholarships and Student Loans: Information for Schools. Specify DHEW No. (NIH) 73-357.

Available from National Institutes of Health, 9000 Rockville Pike, Bethesda, Md. 20014.

☆ U.S. Government Printing Office 1973: 512-310/15

ANNOUNCING
BICENTENNIAL STAMP
AND MEDAL COMMEMORATIVE (PNC)

The American Revolution Bicentennial Commission (ARBC) in cooperation with the U. S. Mint and the U. S. Postal Service is releasing for sale to the general public its 1973 Philatelic-Numismatic Commemoration (PNC) package for $5.00.

The PNC will feature the 1973 Bronze Medal commemorating the Bicentennial together with the four 1973 Bicentennial Stamps honoring the Boston Tea Party. The four 8-cent stamps on the special view-through envelope represent a vignette of the tea party and together a total composite picture.

Each PNC, a medal-display first day cover, will be postmarked in Boston, July 4, 1973, the first day of issue of the Tea Party Stamps.

This special offer will last for one month only - July, 1973. In October the single Bronze Medal and a Silver Bicentennial Commemorative Medal will be sold as individual offers. They will be identical to the PNC medal in design, but will bear the date "1973" on the obverse.

Revenues derived from the sales of the PNC and medals are non-profit and will be used to provide matching grants to State, local and non-profit groups to finance specific Bicentennial projects in accordance with the ARBC guidelines.

1973 Bicentennial Commemorative Medal

The bronze medal, approximately 1 1/2 inches in diameter, is the second in a series of Bicentennial medals to be produced by the U. S. Mint by authorization of Congress. The obverse features the figures of Samuel Adams and Patrick Henry who were largely responsible for the formation of the famous Committees of Correspondence, which began to appear in 1772.

The reverse side of the medal is devoted to the Committees of Correspondence and depicts the transfer of messages through a mounted post rider. The slogan "To unite the colonies" expresses Adams' idea for unified action among the colonies during, and a confederation of states following the Revolution.

1973 Bicentennial Commemorative Stamps

The four 8¢ PNC stamps each represent a vignette of the tea party and together form a composite print of the incident. In December 1773, the authorities in Boston, in the face of growing popular opposition, found themselves obliged to collect duty on the cargos of tea on board the ships Dartmouth, Beaver, and Eleanor. To prevent this, the "Liberty men," dressed as Mohawks, swept aboard the ships on the evening of December 16th, broke open the tea chests and emptied their contents into Boston Harbor. Similar "tea parties" were subsequently held down the coast, serving to unite in action the anti-British movement.

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